COMMITTEE ON FOREIGN INTELLIGENCE

AGENDA

Second Meeting, 1500 hours, Wednesday, 25 February 1976 East Building, 2430 E. Street, N. W.

•	TAB
	1. Minutes of the 18 February 1976 meeting
1 . (2. Program and Budget Process: Status Report.
1 PSTANDONARA	3. Intelligence Support to Field Commanders from National Assets
1	4. Revision of NSCIDs
1	5. Committee on Foreign Intelligence Directives E ICS, participant
Add, H	Congressional Budget Office & Committees
-	of E.O. reference to CFI responsibility to establish policy for management
	of E.O. reference to CFI responsibility
	to establish policy for management
	Approve 17-5 RP-6-5 P004/10/27 : CIA-RDP79M00062A001200010001-6

COMMITTEE ON FOREIGN INTELLIGENCE

MEMORANDUM FOR THE COMMITTEE ON FOREIGN INTELLIGENCE

SUBJECT: Draft Minutes of the 18 February 1976
Committee on Foreign Intelligence

- 1. The first meeting of the Committee on Foreign Intelligence (CFI) was held at 1530 on 18 February at East Building, 2430 E Street, N.W. Director Bush was in the chair; Deputy Secretary of Defense Ellsworth and Deputy Assistant to the President for National Security Affairs Hyland, the other members of the CFI attended. Also in attendance were LTG Samuel Wilson and E. H. Knoche of the DCI's Intelligence Community Staff and Richard Lehman, an assistant to the Director.
- 2. The Chairman opened the meeting with observations and suggestions as reflected in the attached talking points. He covered each point and invited the other members to react.
- 3. Mr. Ellsworth commended the Director's remarks, saying that he welcomes the DCI's acting as a Chairman of the Board with respect to national intelligence. DoD leaders, he said, have long felt that a strong national perspective is necessary for intelligence leadership. Noting the charge in the February Executive Order calling for the CFI to control budgets and resource allocation, Mr. Ellsworth said it will be important to work out arrangements to coordinate budget and resource cycles. For the CFI to get its job done, the strongest possible staff will be required and well-qualified DoD personnel are available for assignment to the IC Staff, which will serve the CFI.
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- 4. Mr. Ellsworth noted the Executive Order requirement that the CFI establish priorities for collection and production of national intelligence. He is not entirely sure what this means and the subject will require further discussion. The Deputy Secretary believes the CFI will want to establish collection-tasking and production-tasking functions with strong consumer involvement.
- 5. As for the CFI responsibility to set "management policy" for national programs, Mr. Ellsworth noted that no one is sure what this means.

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Date Impossible to Determine

- 6. At this point, Mr. Bush referred to the explicit point that he and the CFI are relieved of responsibility for tactical intelligence resources. Mr. Ellsworth responded pointing out there are overlaps between national and tactical intelligence; the extent of overlap is unclear. There are various dimensions to the problem, including the question of making resource presentations to Congress and justifying budgets. He saw the problem as susceptible to being worked out. Mr. Ellsworth commented that the Secretary of Defense and Joint Chiefs feel strongly that the future will be marked by growing requirements by field commanders for nationally-acquired intelligence information. Mr. Ellsworth said he is prepared to assign DoD personnel to work with the DCI's representatives on this problem.
- 7. Mr. Ellsworth asked who would preside over the CFI in the DCI's absence. After some discussion of this, there was agreement that for the time being this would be the DDCI who becomes Acting DCI when the DCI is not at hand. (Chairman Bush referred to plans for there to be two Deputies -- one for CIA and one for the Intelligence Community and when the latter is called for by law and Presidentially-appointed, the Community deputy would likely be the one to chair the CFI in the DCI's absence.) There was agreement on the need to insure the best possible candidate for the Community deputy position and Mr. Ellsworth and Mr. Hyland were asked to provide Mr. Bush with some names to consider -- and as soon as possible.
- 8. Mr. Bush asked if each of the two CFI members will designate someone to attend CFI meetings if they are absent. Each said they would.
- 9. Mr. Ellsworth urged that the DCI, in his Community role, separate himself perceptibly and conceptually from CIA and Langley. Mr. Hyland observed that a downtown location for CFI business would save him valuable time as compared with travel to and from Langley. After some discussion, it was agreed that the IC Staff would work with administrative authorities and in due course present a plan to the CFI on relocation of the IC Staff and establishment of CFI meeting facilities. It was agreed that any such plan will provide office space for CFI members as well as the Staff.

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- 10. The Chairman agreed to Mr. Ellsworth's request that arrangements permit that personal representatives of CFI members be accredited to the IC Staff.
- 11. Mr. Hyland noted that the IC Staff will be reviewing NSCID's and DCID's to insure compatability with the Executive Order. He urged that a new series of CFI Directives (CFID) be issued beginning with those which can direct temporary arrangements pending development of more permanent machinery and procedures in the future.
- 12. Mr. Hyland foresaw an IC Staff which would concentrate on three primary areas: budgets, collection, and production evaluation. He emphasized that it is exclusively the DCI's prerogative to arrange for the production of national intelligence. Mr. Hyland observed, however, that he believes it a matter of CFI concern to assess the value and utility of the intelligence product. In this respect, he noted that the National Security Council will conduct semi-annual reviews of intelligence and he urged that someone on the staff be designated to arrange materials and issues to be considered by the NSC.
- 13. There was some discussion of the OMB role in regard to CFI business. The feeling was that the CFI would make its decisions on resource matters and advise the President and OMB concurrently. Mr. Ellsworth noted the differing practices between DoD and the IC Staff in regard to OMB and urged development of common and agreed approaches.
- 14. There was general agreement that there is utility in considering amalgamation with the IC Staff of the key staff elements of the COMIREX, SIGINT and Human Resources Committees of what has been USIB, all of this in terms of providing maximum support to the CFI and its attention to national intelligence programs.
- 15. It was agreed that the CFI would meet frequently at the outset, the next meeting to take place at 1500 on 25 February. The CFI will consider draft directives at that time and further discuss matters of concern.
- 16. It was agreed that the IC Staff would undertake to develop agreement on an appropriate program and budget cycle (recognizing the sanctity of the DoD cycle) that will permit adequate time for CFI consideration

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of programs and budgets. In the process, definition of those programs under CFI purview will be made, all of this with an eye to providing the CFI with arrangements for its approval.

17. CFI members at this point met briefly in executive session, the meeting concluding at 1700.

E.	H.	Knoche	_

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Attachment:
Talking Points

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Agenda CFI Meeting

19 February 1976

- 1. Fundamental tasks of CFI; among other things, E.O. requires CFI to:
 - -- control budget preparation and resource allocation for NFIP
 - -- establish policy priorities for collection and production of national intelligence
 - -- establish policy for management of NFIP
- 2. The DCI's Intelligence Community Staff, headed by one of two deputies to the DCI, to provide support to CFI.
 - -- current thinking as to type to be named to be the Community deputy.

 -- need to examine structure and composition of IC Staff to accomplish its job. (Have asked IC Staff for ideas CFI can consider; at a minimum, it behooves us all to see to it ICS is strongly staffed as a Community (not just a DCI) asset.)
- 3. Currently lean to two geographically separate DCI offices -- one at Langley for CIA business, another in town for Community activities.
- 4. Production of national intelligence is something separate from CFI concerns; currently giving thought to how to arrange new and effective organization to succeed USIB.
 - -- In the meantime, will continue USIB and most of its subordinate components to avoid sudden break in efficiency.
- 5. In terms of using the best and most appropriate USIB expertise to augment IC Staff in supporting CFI, am giving thought to merging IC Staff with USIB's VCOMIREX (imagery), SIGINT, and Human Resources (Humint) Committees.
 - -- These Committees set priorities for collection and processing of data related to NFIP, the programs of concern to CFI.
 - -- Merging of these Committee Staffs with IC Staff may permit some reduction of IC Staff size.
- 6. In addition to those charges given to the CFI in the E.O., believe it will be necessary to insure CFI collaborates and consults on other matters of major concern. Among these, all in need of improvement, are:
 - -- strategic warning (this should always be one of our prime concerns)
 - -- crisis management (finding better ways to relate policy concerns and intelligence data)
 - -- evaluation of the Intelligence Community's performance, from requirements to collection to production. (Current evaluation processes are in their infancy and need improvement. IC Staff currently exploring ways to improve those processes. Approved For Release 2004/10/27: CIA-RDP79M00062A001200010001-6

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STATUS REPORT CFI PROGRAM AND BUDGET CYCLE

TALKING POINTS

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- Knoche, met 23 February
- Discussed definition of NFIP and program and budget cycle (very preliminary)
- Recognized the following problems:
 - Can't hope to change the DoD PPBS process; must fit with it
 - Also need to focus on NFIP definition (specifically, split out those things that are strictly tactical while preserving the President's intent in the EO)

Work in Progress

- ICS developing a draft CFID dealing with:

NFIP definition

or program and budget process and milestones

reprogramming rules

- Draft CFID will be circulated in order to:
 - Establish areas of agreement and disagreement
 - ✓ Develop options and alternatives for CFI consideration
 - Derive positions of the various program managers,
 and departments and agencies affected

Related Subject (May or may not wish to raise)

- OMB representatives are drafting an allowance letter to Chairman, CFI upon which he can base program guidance for FY 78-83
- OMB has raised questions of how they fit into the CFI program and budget cycle. They see three options:

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- A joint review--the DoD model--with OMB and ICS in the chair
- An independent approach—the CIA model—with OMB holding hearings after the budget request is received
- Some combination of the above, possibly enabled by granting OMB observer status on CFI during program and budget reviews

OMB also expects access to program documentation available to the CFI and CFI decisions in order to stay abreast of programs, together with being advised colaterally on all matters involving the CFI appeal mechanism.

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Intelligence Support to Field Commanders from National Assets

1. USIB was briefed on the status of intelligence support to Field Commanders in early February. There are many studies in progress or completed, of which two are

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comments on the recommendations presented in these studies, and experience gained in operational exercises such as BOLD EAGLE, will provide a base from which to proceed with further development. The DCI had recommended in August 1975 the formulation of a "joint element" (JCS J2/J3/J5 and D/DCI/IC) to provide guidance for implementation of the agreed recommendations. The DoD answer is pending.

- 2. Most efforts to date have identified similar problem areas and the solutions to many of these problems require action both within and outside the DoD. These problem areas revolve around:
 - a. timeliness of the tasking chain too slow;
 - b. timeliness of reporting too slow for tactical operations;
 - c. classification too high;
- d. no feedback on availability of the national systems;
- e. commanders do not understand national systems nor hold credible for a crisis in their areas of operations;
- f. concept and doctrine for utilization lacking.
- 3. The national side must understand the Commanders' problems at various levels of command and how the intelligence fusion centers at the various levels operate in order to provide appropriate timely national support. Solutions to the six problem areas mentioned will provide some immediate improvement. By working closely with the JCS the Intelligence Community can move ahead more rapidly in providing national support to Field Commanders. Future requirements will impact on national systems' capabilities, and plans to accommodate these requirements must be evaluated in this aspect.

THE DIRECTOR OF CENTRAL INTELLIGENCE

WASHINGTON, D. C. 20505

Intelligence Community Staff

DCI/IC-76-1238

24 FEB 1976

MEMORANDUM FOR: Members of the Committee on Foreign Intelligence

SUBJECT : Revision of NSCIDs

- 1. Reference is Section 8(b) of Executive Order 11905, "United States Foreign Intelligence Activities," dated 18 February 1976, which provides that "all existing" National Security Council Intelligence Directives shall be amended to be consistent with the Order within 90 days of its effective date.
- 2. The CFI does not have authority to substitute CFI Directives for the NSCID series.
 - a. Section 102(d) of the National Security Act provides that the CIA shall operate under directives of the National Security Council.
 - b. E.O. 11905 specifically calls for amendment of the NSCIDs.
 - c. The E.O. charges CIA to collect intelligence "in accordance with directives of the National Security Council" (Sec. 4(b)(2), and to conduct services of common concern "as directed by the National Security Council" (Sec. 4(b)(6).
 - d. The existing NSCIDs assign certain responsibilities to the Secretary of State and the Secretary of Defense. A general CFI authority to task departmental secretaries has not been stated.
- 3. To expedite action on revision of the NSCIDs, CFI decision is needed on several questions.
- 4. Must the NSCIDs be rewritten so as to make them unclassified? It is recommended the answer be "No." To be effective, NSCIDs must deal with Intelligence Community problems at whatever classification the subject matter calls for--and at least some portions of the present NSCIDs deservedly bear a high classification.

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- 5. Should the text of the Executive Order be included in the classified NSCIDs?
 - a. Following issuance of the President's memorandum of 5 November 1971 on "Organization and Management of the U.S. Foreign Intelligence Community," all of the material in the memorandum was incorporated in a reissued set of NSCIDs in February 1972. NSCID No. 1, "Basic Duties and Responsibilities," was the vehicle which reexpressed the President's memorandum.
 - b. Given the legal status of an Executive Order, in contrast to that of a memorandum, question can be raised as to whether any purpose is served by restating provisions of the E.O. in a corresponding NSCID.
 - c. If the decision is that whatever is contained in the E.O. need only be referenced as appropriate in a NSCID, several of the existing NSCIDs could be markedly reduced in length.
 - d. It is recommended the CFI approve merely referencing the E.O. as appropriate in the revised NSCIDs, with no attempt to include any more of the E.O. text than may prove essential for clarity.
- 6. Should the revised NSCIDs be incorporated into a single omnibus NSCID or should the NSCIDs be reissued as separate documents, as in the present series?
 - a. If the decision is to include all of the E.O. text in the NSCIDs, an omnibus NSCID combining unclassified and classified material would be quite a lengthy document.
 - b. The combined length of the present series of eight NSCIDs is 25 printed pages. Even if material covered in the E.O. is not to be included in the NSCID text, a single omnibus document still could be quite lengthy. Any attempt to amend one portion of such an omnibus document could pose the risk of opening up the entire text to review.
 - c. Mr. Colby was quite interested in having an omnibus NSCID developed, and the project reached the point at which a draft was submitted for USIB consideration. The draft was withdrawn at the request of OSD on the ground that action should be deferred pending the outcome of the ongoing investigations.

- E.O. Moreover, the new E.O. does not mention certain long-standing DCI functions which have proved important in practice. Functions which are not mentioned in the E.O., probably because of classification, but are in the NSCID, are the DCI responsibility to formulate policies "with respect to arrangements with foreign governments on intelligence matters," and to disseminate intelligence to foreign governments and international bodies upon his determination that this will promote the security of the United States.
- 9. In summary, it is requested the Committee approve one of the following as the course of action to be followed for amending the existing NSCIDs as directed in the Executive Order:
 - a. Incorporate the text of the E.O. into the NSCID series, retaining the present titles and numbering system, and developing new NSCIDs as necessary to cover material in the E.O., but not now the subject of a NSCID.
 - b. Incorporate the text of the E.O. into a single classified omnibus NSCID encompassing both the E.O. and pertinent provisions of the existing NSCIDs.
 - c. Reference the E.O. as appropriate (but make no attempt to incorporate wording of the E.O. text) and amend the existing set of NSCIDs as classified documents, expanding upon the E.O. and retaining necessary NSCID direction not covered by the new E.O. All eight of the present NSCIDs would be reissued.
 - d. Reference the E.O. as appropriate, amend those NSCIDs which need to be retained and request recision of those NSCIDs which are adequately covered in the new E.O. This would eliminate the present numbering system on which the DCIDs are based.
 - e. Reference the E.O. as appropriate, rescind all of the existing NSCIDs and issue a new omnibus NSCID as a single classified document including those NSC directions needed to expand upon the new E.O. and retaining essential material in the present NSCIDs which is not addressed in the E.O. Under this alternative, directions to the Intelligence Community would be included in an unclassified Executive Order, a single classified NSCID, such action memoranda and other directives as are included in the Committee on Foreign Intelligence Directives, and such detailed directives amplifying the foregoing as are issued by the Director of Central Intelligence in his DCIDs.

- 10. It is recommended that the Committee approve either "d." or "e." above. It would be simpler and probably less time consuming to follow alternative "d" since the coordination problems on a single omnibus NSCID could prove quite complex and any delay in getting approval of a single omnibus NSCID would inhibit work on amending the DCIDs which are to be brought in consonance with the NSCIDs.
- 11. Executive Order 11905 establishes new authorities and relationships which will require inter-related decisions and actions. It is recognized that it may prove necessary or desirable at some future time to reconsider some of the decisions requested in this memorandum. In the interest of moving along with the revision of NSCIDs and DCIDs against the tight deadline set in E.O. 11905, the decisions which have been requested are considered an essential prerequisite to start of the actual drafting of revised directives.

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THE DIRECTOR OF CENTRAL INTELLIGENCE

WASHINGTON, D. C. 20505

Intelligence Community Staff

DCI/IC-76-1241 **24 FEB 1976**

MEMORANDUM FOR: Members of the Committee on Foreign Intelligence

SUBJECT : CFI Directives and Memoranda

1. In response to the Committee decision at its meeting of 18 February to issue, as appropriate, Committee on Foreign Intelligence Directives (CFIDs), attached are two memoranda and one suggested CFID for your consideration at the 25 February meeting.

2. <u>CFIM No. 1, Issuance of Committee on Foreign Intelligence</u> <u>Directives and Memoranda</u>

- a. CFIM No. 1 provides for issuance of a series of Committee on Foreign Intelligence Memoranda (CFIMs) and Committee on Foreign Intelligence Directives (CFIDs) in furtherance of the responsibilities assigned to the CFI in Executive Order 11905 of 18 February 1976. These CFIMS and CFIDs would be numbered chronologically, in two series, based on date of issue. No attempt would be made to categorize the documents in any serial system based on subject matter.
 - b. An alternative would be to set up a series of CFIDs in separate numerical series for each of the subject matter responsibilities assigned to the CFI in E.O. 11905. This is not recommended.
 - c. A third alternative would be to base the CFID numbering and subject categories on the existing NSCID series. This is not recommended.

3. CFIM No. 2, Continuity of Effort in Intelligence Community Activities

a. The proposed CFIM calls for continued functioning of the USIB and its committees pending the establishment of such Intelligence Community organizations as are deemed necessary for effective implementation of the responsibilities assigned in Executive Order 11905.

b. The primary purpose of this CFIM is to eliminate any uncertainty which might now exist. The White House Fact Sheet issued along with the Executive Order stated that USIB had been abolished, but this is not mentioned in the E.O. itself. Until NSCID No. 1, which established the USIB, is formally reissued and the existing version rescinded, it could be argued the legal basis for the USIB continues.

4. CFID No. 1, Intelligence Research and Development Council (IR&DC)

- a. Since existence of the CFI eliminates the need for an Intelligence Resources Advisory Committee (and the White House Fact Sheet listed the IRAC as having been abolished), the Intelligence Research and Development Council which supported the IRAC no longer has a parent organization.
- b. The sentiment throughout the Intelligence Community has been that the IR&DC represents a very worthwhile activity which should be kept in existence.
- c. The proposed CFID No. 1 would make the IR&DC, with its existing functions and membership, a subcommittee of the CFI. The Executive Order of 18 February authorizes the CFI to establish subcommittees.
- d. Because of the high-level membership of the IR&DC it was considered appropriate to have the Council report directly to the CFI.
- e. An alternative would be to defer any action re the IR&DC until decision has been reached as to the successor to USIB, and then decide whether to make the IR&DC a committee reporting to the USIB-successor or directly to the CFI.
- f. Since so much of the activity of the IR&DC involves consideration of resources needed for research and development, making it a subcommittee of the CFI was considered appropriate.

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Attachments: as stated

COMMITTEE ON FOREIGN INTELLIGENCE MEMORANDUM NO. 1

SUBJECT: Issuance of Committee on Foreign Intelligence Directives and Memoranda

- 1. Pursuant to the responsibilities assigned to the Committee on Foreign Intelligence in Executive Order 11905, "United States Foreign Intelligence Activities," dated 18 February 1976, provision is hereby established for the promulgation of Committee on Foreign Intelligence Directives (CFIDs) and Committee on Foreign Intelligence Memoranda (CFIM).
- 2. CFIDs and CFIMs will be issued in separate numerical series, chronologically by date of issue.
- 3. The CFID or CFIM number will not be related to subject matter categories.

COMMITTEE ON FOREIGN INTELLIGENCE MEMORANDUM NO. 2

SUBJECT: Continuity of Effort in Intelligence Community Activities

- l. Pursuant to the responsibilities assigned to the Committee on Foreign Intelligence in Executive Order 11905, "United States Foreign Intelligence Activities," dated 18 February 1976, and in the interest of assuring a continuity of effort in Intelligence Community activities, provision is hereby made for temporary continuation of activities of the United States Intelligence Board and its supporting committees.
- 2. Although NSCID No. 1, which established the USIB, has not yet been formally amended, coincident with issuance of E.O. 11905 announcement was made that the USIB was abolished.
- 3. E.O. 11905 provides (Sec. 3(b)(4) that the Committee on Foreign Intelligence shall establish such subcommittees as it deems appropriate to ensure consultation with members of the Intelligence Community on policies and guidance issued by the Committee.
- 4. The E.O. also provides (Sec. 3(d)(1)(xiv) that the Director of Central Intelligence shall establish such committees of collectors, producers and users of intelligence as he deems appropriate to assist in his conduct of his responsibilities.
- 5. Pending establishment of such Intelligence Community organizations as are deemed necessary for effective implementation of the responsibilities assigned in E.O. 11905 to the Director of Central Intelligence, the United States Intelligence Board and the committees which exist to support the Board, and through it the Director of Central Intelligence, are to continue to function as presently constituted.

COMMITTEE ON FOREIGN INTELLIGENCE DIRECTIVE NO. 1

INTELLIGENCE RESEARCH AND DEVELOPMENT COUNCIL (IR&DC)

(Effective February 1976)

1. Pursuant to the responsibilities assigned to the Committee on Fóreign Intelligence in the Executive Order, "United States Foreign Intelligence Activities," dated 18 February 1976, the Intelligence Research and Development Council (IR&DC) is hereby established as a permanent subcommittee of the Committee on Foreign Intelligence.

2. Mission

The Intelligence Research and Development Council shall explore new directions and techniques in both the hard and soft sciences which hold promise for intelligence and identify those it recommends for program resource support and application. The Council shall maintain a continuing knowledge of the allocation and uses of R&D resources related to intelligence and advise the Committee on Foreign Intelligence on R&D strategy and technologies that will best contribute to the attainment of national intelligence objectives.

3. Functions

It shall be the function of the Intelligence Research and Development Council to:

- a. Review national intelligence R&D programs and advise the Committee on Foreign Intelligence regarding their effectiveness in satisfying intelligence goals and objectives.
 - b. Identify those technology areas in both the hard and soft sciences where intelligence needs are unique and for which intelligence program support is required for development.
 - c. Review the rationale and perspective for proposed intelligence R&D in the context of present and emerging technology and analytic methodology; advise the Committee on Foreign Intelligence as to appropriate funding level options for R&D in the National Foreign Intelligence Program, and indicate what R&D in support of intelligence objectives can be accomplished within the National Foreign Intelligence Program and by other funding sources.

d. Establish and maintain appropriate means of continuing inter-program communication of technical results, concepts and plans in critical technologies, including analytic methodologies.

4. Organization

a. The Intelligence Research and Development Council membership will be as follows:

Director, Defense Research and Engineering,
Chairman
Under Secretary of the Air Force
Under Secretary of the Navy
Deputy Assistant Secretary of Defense (Intelligence)
Director, Telecommunications and Command and
Control Systems, Office of the Secretary of Defense
Director, Advanced Research Projects Agency
Director, Defense Intelligence Agency
Assistant Secretary of the Army (R&D)
Associate Deputy Director for Science and
Technology, Central Intelligence Agency
Deputy Director for Research and Development,
National Security Agency

- b. Subcommittees, ad hoc committees, and working groups may be formed at the discretion of the Chairman.
- c. Members may designate alternate members to serve in their absence, if desired. Other personnel who participate in Council-related matters shall be accredited to the Council by the appropriate member.
- d. The Council will be supported by an Executive Director and Secretariat provided by the Deputy to the DCI for the Intelligence Community.

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- 7. Without in any way interfering with DoD budget cycles, we need to devise a cycle that permits adequate time for CFI to consider NIFP programs and budgets. IC Staff has suggested such an arrangement. (attack)
 - -- Suggest IC Staff and DoD associates consider the ICS suggestions and see what can be agreed.
- 8. E.O. calls for redrafting of NSCID's and DCID's within 90 days to be consistent with E.O.'s.
 - -- Suggest IC Staff chair a group to consider NSCID's. Reps to be supplied by each CFI member. Alternatives include one "omnibus" NSCID or amendment of each now in existence.
 - -- IC Staff will chair a group of reps from DSD(I) and each of the current USIB principals to amend DCID's, subject to DCI approval. (This is DCI business; not directly related to CFI).

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